DOCUMENT RESUME

ED 469 528 UD 035 201

AUTHOR	Sullivan, Kevin J.
TITLE	Investing in Excellence: Making Title I Work for All Children.
INSTITUTION	Alliance for Excellent Education, Washington, DC.
PUB DATE	2001-09-00
NOTE	33p.
AVAILABLE FROM	Alliance for Excellent Education, 1101 Vermont Avenue, N.W., Suite 411, Washington, DC 20005. Web site: http://www.all4ed.org/.
PUB TYPE	Reports - Descriptive (141)
EDRS PRICE	EDRS Price MF01 Plus Postage. PC Not Available from EDRS
DESCRIPTORS	Academic Achievement; *Educational Finance; Elementary Secondary Education; *Excellence in Education; Federal Aid; *High Risk Students; Minority Group Children; Poverty
IDENTIFIERS	Achievement Gap; *Elementary Secondary Education Act Title I

ABSTRACT

This paper examines the importance of providing high quality education to all U.S. children, recommending that the federal government fully fund Title I of the Elementary and Secondary Education Act and target part of this increased investment to middle and high school reform. Currently, school districts receive approximately $889 per poor student, rather than the necessary $2,995. Recent national efforts to raise achievement levels have largely focused on younger students, working to ensure that all children can read well by the end of third grade. Research shows that reading and math scores for the highest poverty schools have risen since 1992. Instead of building on this success, school districts are forced to give up on the current generation of secondary students to focus their limited resources on younger students. Title I has never been fully funded, and only 15 percent of Title I funds go to secondary schools. High school students are caught in the transition from the watered down curriculum of their early years to new high standards. An increasing number of these children are minorities, and without help, many will not be able to attend college. The rewards for investing in education include reduced social service costs, increased productivity, and improved fiscal health for the nation. (Contains 100 footnotes.) (SM)

Reproductions supplied by EDRS are the best that can be made
from the original document.

ED 469 528

Investing in Excellence

Making Title I Work for *All* Children

PERMISSION TO REPRODUCE AND
DISSEMINATE THIS MATERIAL IN
MICROFICHE ONLY HAS BEEN GRANTED BY

S. Frost
Alliance for Excellent Education

TO THE EDUCATIONAL RESOURCES
INFORMATION CENTER (ERIC)

2B

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION
CENTER (ERIC)

☑ This document has been reproduced as received from the person or organization originating it.

☐ Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

September 2001

Alliance for Excellent Education
1101 Vermont Avenue NW, Suite 411, Washington, DC 20005
http://www.all4ed.org/

UD 035 201

BEST COPY AVAILABLE

PREFACE

Achieving the goal of an excellent education for all children will take a national commitment. Today, millions of children who have the potential to become contributing members of our society are not getting the education they need and deserve to succeed in our changing world. These children go to school in our poorest communities and too often come from families that are struggling both economically and socially. They need immediate and intensive academic help if they are to meet new high standards, graduate from high school and enter postsecondary education.

If we fail to provide these children with an excellent education, they will continue to bear the social and financial costs of our failures – high unemployment, welfare dependency and even imprisonment.

Imagine instead a world in which all children, regardless of where they live or their family situation, receive an excellent education. Imagine a world in which, truly, no child is left behind. Imagine a world in which the return on our education investments is realized in terms of a stronger economy and greater national income.

We already know what it takes to create good schools - there are thousands of them in diverse communities across our nation. We also know providing an excellent education requires adequate resources, strong leadership, higher expectations and community support. The great challenge is to take these effective strategies to the next step and implement them on a large scale, with the necessary financial and human investment.

The Alliance for Excellent Education is committed to making this happen. It is dedicated to the principle that every young person in this country has a right to an excellent education, and it is committed to making that right a national policy.

The Alliance's first report, "Investing in Excellence: Making Title I Work for *All* Children," defines our initial agenda. It shows how the federal government can lead the way in providing states and local school districts with the resources necessary to address the challenge and realize the vision - by fully funding Title I of the Elementary and Secondary Education Act. Title I can be the driving force for educational excellence for all students by providing funds to reduce class size, train teachers, offer after-school and summer enrichment, deliver tutoring and update curricula.

We must remain united in our resolve to give every student in our nation the best education in the world. Join with the Alliance for Excellent Education and together we can realize our dream.

Susan Frost

Susan Frost
Executive Director

About the Author:

Kevin J. Sullivan acted as a senior advisor and writer to U.S. Secretary of Education Richard W. Riley from 1993 to 2000. He is currently a consultant to several education foundations and organizations.

About the Editor:

Virginia Cope is a freelance journalist completing her doctorate in English at the University of Virginia. She has been an editor at The Washington Post, Congressional Quarterly Weekly Report, and USA Today and a reporter for Gannett News Service and the Bergen (N.J.) Record.

About the Alliance:

The Alliance for Excellent Education is dedicated to the principle that every young person in this country has a right to an excellent education and committed to making this right a national policy. The Alliance is working to build support for new, immediate investments that ensure all students meet high standards, graduate from high school, get on the path to college and become productive citizens. The Alliance is headquartered in Washington, DC and is a nonprofit 501(c)(3) organization.

© 2001 by The Alliance for Excellent Education

TABLE OF CONTENTS

Executive Summary 1

I. Investing in Excellence 5
- We know what needs to be done
- Standards movement in jeopardy without increased investments
- Using Title I to help low-performing schools
- Fully funding Title I means students get the help they need
- *What fully funding Title I would mean for New York City*

II. Building on Success or Educational Triage 9
- New investments are leading to success in early grades
- Educational triage: Giving up on a generation of older students
- Crowded middle schools and high schools create even more demands

III. Secondary Schools Urgently Need Help 13
- Increasing Title I to help middle and high schools
- A literacy crisis in our nation's high schools
- On the horizon: high-stakes exit exams
- *Martin High School, Laredo, Texas*
- Fueling the backlash against standards

IV. Title I is an Investment in Excellence 19
- 12.5 million students receive help through the Title I program
- Title I funds go to the children who need them most
- Title I supports and encourages standards-based reform
- *Blue Ribbon School of Excellence: Waccamaw Elementary School, Ash, North Carolina*
- Increased investments in Title I are used to drive school reform
- *Comprehensive School Reform Demonstration program*
- Entire school districts are raising achievement levels
- *Blue Ribbon School of Excellence: Glen Cove Elementary School, El Paso, Texas*

V. The Rewards of Investing in Our Nation's Children 25
- Investing in education pays long-term dividends
- A moral imperative and a civic duty
- *Groups That Support Increased Investments for Title I*

Charts
- *Title I Funding per Student: Goal vs. Reality (Chart 1)* 8
- *Key Attributes of Effective, High Poverty Title I Schools (Chart 2)* 22
- *Funding Gap: State and Local Revenues per Student (Chart 3)* 27

Executive Summary

For the last decade, this country has attempted an educational renaissance, making an enormous investment to get more children into preschool and kindergarten and to increase literacy in early grades. New high standards and measures of accountability have been put into place, difficult measures that hold the promise of revolutionizing our school system.

Yet amid these dramatic and ongoing reforms, we have created another crisis, a crisis in our middle schools and high schools. Because of a lack of funding, school districts have had to make a Sophie's Choice between their elementary-age children and their adolescents – and repeatedly, they've chosen to put their limited funds toward early education.

Consequently, our older students are caught in a terrible squeeze: Given a watered-down curriculum when younger, some students enter high school with the reading ability of fifth- or sixth-graders, yet are now being asked to pass new high-stakes exams to graduate. Even as we pledge to "leave no child behind," we are creating a system that will leave behind not just one child but an entire generation of children.

This nation cannot sacrifice one generation of children to save another.

Fully funding Title I: The federal government should fully fund Title I of the Elementary and Secondary School Act and target part of this increased investment to support middle and high school reform. Title I has had its critics, but it has been substantially reformed and redirected in the last seven years. According to the U.S. Department of Education, over half of high-poverty school districts now report that Title I is driving reform.

The largest federal initiative aimed at closing the achievement gap between rich and poor children, Title I alone provides approximately one-third of all federal funds appropriated to support elementary and secondary education. It is well-targeted, flexible and effectively reaching the nation's highest-poverty schools.

Hundreds of Title I schools have adopted a "no excuses" attitude toward failure and are being transformed because they have received the extra support they need to improve teaching, to reduce class size, to update curricula, to support after-school opportunities and to increase parental involvement. But many other Title I schools are not getting the help they need, especially middle and high schools. Three years or more after being identified, half of all low-performing schools still have not received any additional support.

To serve all eligible students at all grade levels, the Title I budget would have to increase from the current $8.76 billion to $27.4 billion. Under existing law, school districts are eligible to receive 40 percent of their state's average per pupil expenditure for each poor student. This amount comes to about $2,995 per

student, given the national average of $7,487 spent per student in the 2001-2002 school year. Unfortunately, school districts now receive an average of only $889 per poor student, a difference of $2,106.

Building on success: In the last decade a new national effort to raise achievement levels has largely focused on the youngest students. Billions of dollars have been targeted to the early grades as a result of new research about brain development and how children learn. Many more children now go to preschool and kindergarten, and there is a new national consensus on making sure that all children can read well by the end of the third grade.

The results are quantifiable: National Assessment of Educational Progress (NAEP) scores for the highest-poverty schools have risen since 1992 in both reading and math. Reading scores for 9-year-olds in these schools, for example, rose by 6 points between 1992 and 1999, after having declined by one grade level from 1988 to 1992. In Los Angeles, students in grades 2-5 showed "strong gains" on the most recent Stanford 9 test for the third year in a row. American fourth-graders performed above the international average on the recent Third International Mathematics and Science Study.

Educational triage: Yet instead of building on this emerging success, the nation is doing precisely the opposite. Local school districts are being forced to perform a form of educational triage, giving up on the current generation of secondary students to focus their limited resources on a younger generation.

In its 36 years of existence, Title I has never been fully funded. Moreover, only 15 percent of funds from Title I now go to middle schools and high schools, even though secondary schools enroll 33 percent of all low-income students. Secondary schools are not only less likely than elementary schools to receive Title I funds, they also receive less money as well. On average, elementary schools average $495 per low-income student compared to only $372 for low-income students in middle schools and high schools, a $123 difference per child.[1]

The lack of funding is having a tragic result: 35 percent of 12th-graders score "below basic" on NAEP math exams, and 23 percent score "below basic" in reading. More than 1 million high school seniors have difficulty doing basic math, and 714,000 high school seniors have difficulty reading on the eve of their high school graduation.

Even high school graduates going on to college are struggling with basic literacy skills, with 40 percent of all four-year college students taking a remedial course and 63 percent of all community college students assigned to at least one remedial course.

---

[1] School-level figures on average Title I funding per pupil appear lower than the district figures cited above due to differing definitions of "pupil." District per-pupil funding amounts are based on Census estimates of the number of children living below the poverty line; because these data are not available at the school level, school per-pupil funding amounts are based on the number of students eligible for free and reduced-price lunches, a looser definition of "low-income" that results in a higher number of low-income children and therefore lower average per-pupil funding.

Caught in the transition: The move toward accountability gives special urgency to the issue. High school students all across America are "caught in the transition" from the watered-down curriculum of their early years to the new high standards. Now, we are asking many of them to pass new high-stakes exit exams in order to graduate. Failing to help this transition generation is both unfair and unwise and fueling the growing public backlash against standards. Some states are already beginning to backpedal and delay implementation of rigorous exit exams because they have not prepared current high school students for these new tests.

Many more children need our help: Moreover, the urgency to help an entire generation of young people comes just as that generation is getting larger. The young students of the "baby boom echo," who crowded our elementary schools during the 1990s, are growing older and now entering middle school and high school in record numbers. In the next 10 years the number of high school graduates will grow by 300,000, an increase of 11 percent. And in the next four years, college enrollment will increase by 1 million students, largely with members of the baby-boom echo generation.

Closing the door to college: The other reality is that an increasing number of the children who make up this generation are minorities, and unless we help them now, many of them will be denied the opportunity to go on to college. According to a recent study entitled *Crossing the Great Divide*, "Our college campuses will be missing 250,000 African-Americans and 550,000 Hispanic undergraduates" by the year 2015 because we have not prepared them to do college-level work. This failure is a direct result of our inability to imagine that these young people can succeed or to invest in their future. As a nation we have assumed incorrectly that many young minority students and immigrants did not have the desire or the ambition to go on to college or other forms of post-secondary education.

The rewards are many: The rewards are many for investing in the education of these children. Social service costs will be reduced and many more Americans will be lifted out of poverty and gain a new stake in the American Dream. This, in turn, will increase productivity and tax revenue and improve the fiscal health of the nation. And it will also increase disposable income.

According to one estimate, "increasing minority participation to a level equal to non-Hispanic whites would add $231 billion in increased GDP, an amount that would generate at least $80 billion in new tax revenue." This new productivity and revenue would come at a particularly important time as large numbers of baby boomers begin to retire in the coming decade and draw on their Social Security benefits.

A great vision: A great nation should have a great vision for its young people, and that vision must surely be grounded in the promise that every child will receive an excellent education in every grade. This nation cannot and should not make an either/or choice between students in elementary school, middle school and high school. This is why the Alliance for Excellent Education supports full funding of Title I.

By investing in excellence for all of our young people, we will prepare them to take their rightful place as guardians of our democracy. These students will strengthen the social fabric of our society and work to overcome the disparities that still divide the American people. Investing in Excellence is more than just a statement of principle; it is an urgent demand that America fulfill its great promise for all of its citizens.

I. Investing in Excellence

"President Bush believes that the Federal government can, and must, help close the achievement gap between disadvantaged students and their peers. The primary means toward this goal is Title I Grants to Local Educational Agencies programs."

Dr. Roderick Paige
U.S. Secretary of Education
April 25, 2001[2]

We know what needs to be done

In the last decade, educators across America have done the hard work of developing new standards and putting in place new measures of accountability. Congress is now on the verge of reauthorizing the Elementary and Secondary Education Act, which includes much stronger accountability by annually testing students in grades 3 through 8. What is lacking, however, at both the federal and state level, are the investments necessary to back up these needed reforms, and that is especially true for students in high schools, who are now being asked to pass high-stakes exit exams.

For decades we Americans were willing to accept an education system that tolerated failure for millions of children, mostly poor. We assumed, incorrectly, that poor children and our nation's many new immigrants simply did not have the brainpower or the willingness to achieve academic success in this new knowledge-based economy. Yet over the last 15 years, a sustained bipartisan effort has been made to dispel this pernicious belief, what President Bush has called the "soft bigotry of low expectations."[3]

President Clinton put a strong emphasis on accountability and high standards for all children. This led to the passage of the Goals 2000 legislation, a new emphasis on standards-based reform for the federal Title I program, and the end of the practice of giving poor children a watered-down curriculum.

In this time, American educators have established proven, research-based methods to help children most at risk achieve success. As a result, hundreds of schools in high-poverty neighborhoods are already significantly raising achievement. The real issue for the American people, at this critical juncture, is whether or not we are willing to invest the resources necessary to scale up these individual examples of success. Once and for all, we must decide if we are willing to move beyond the "tyranny of low expectations" that has haunted American education for 50 years.[4]

---

[2] *Testimony before the U.S. House of Representatives Appropriations Subcommittee on Labor, Health and Human Services, Education and Related Agencies, 25 April 2001.*

[3] *George W. Bush (acceptance speech, Republican National Convention, Philadelphia, 3 August 2000).*

[4] *Richard Riley, former U.S. secretary of Education (speech, "Reinventing High School: Taking Action," 15 June 2000).*

Democrats and Republicans have made a commitment to educational excellence centered on three linked principles: set high standards and high expectations for all children, including those with disabilities; create new measures of accountability and assessment to direct and drive the reforms forward; and put in place the needed investments to improve teacher quality, to reduce class size, and to provide after-school opportunities that will ensure that all children have an equal chance at an excellent education. But it will take a committed investment to reach these goals.

Standards movement in jeopardy without increased investments

We must fully fund Title I if young people are to stand any chance of meeting the high standards being put in place. *Education Week's* "Quality Counts 2001" survey <http://www.edweek.org/sreports/qc01> concluded that "states have rushed to implement accountability measures, but they have not done enough to ensure that schools are rated fairly or that students and schools receive adequate support."[5] Students are being tested but not told how to improve, and teachers are left in the dark about how they can help individual students. According to "Quality Counts," the "state tests rarely provide the feedback needed for teachers and students to learn from their mistakes."[6] If we continue to hold students accountable without improving their educations, the public will resist setting standards that students cannot meet; in the backlash against seemingly unfair requirements, the entire standards movement will be put in jeopardy.

In a recent article in *Education Week*, former U.S. Secretary of Education Richard Riley made the point forcefully, calling on the Congress and President to double support for Title I. "Make no mistake about it," he wrote, "a policy of high standards and increased accountability without increased investments will almost certainly create a public backlash against the President's reforms and do lasting damage to the standards movement."[7]

Using Title I to help low-performing schools

The Alliance for Excellent Education believes that, at this crucial point in our effort to improve American education, the federal government must lead the way in providing states and local school districts with the resources they need to sustain the standards movement. The fastest and most effective way for the federal government to provide needed investments is through the well-established Title I program in the Elementary and Secondary Education Act. For the past 36 years, Title I has been the largest federal initiative dedicated to closing the achievement gap between rich and poor children.

---

[5] *"Quality Counts 2001: A Better Balance: Standards, Tests and the Tools to Succeed,"* Education Week, *11 January 2001, 70.*

[6] *"Quality Counts," 69.*

[7] *"Investments Without Incentives,"* Education Week, *11 July 2001, 72.*

It is true that, in general, federal support for elementary and secondary education has gone up in recent years. Between fiscal 1994 and fiscal 2001, total federal funding for elementary and secondary education programs administered by the U.S. Department of Education increased by 72 percent, after adjusting for inflation[8] <http:// www.ed.gov/offices/OUS/PES/ed_for_disadvantaged.html>. However, much of the money was targeted for special education and other major initiatives, such as support for class size reduction and after-school opportunities, and not for Title I, which has long been the largest elementary-secondary education program. These initiatives have not been enough to provide the intensive programs and enhanced education that many at-risk children need. Moreover, funding for Title I (Part A) has only increased incrementally, from $7.1 billion in fiscal 1994 to $8.76 billion in fiscal 2001 (after adjusting for inflation).[9]

The other reality, according to a Department of Education report, is that many states "lack the capacity to provide additional support for all of their low-performing schools."[10] The report notes that less than half (40 percent) of the schools identified as needing help "had received additional professional development or other assistance as a result of being identified" as low-performing.[11] Indeed, half of the low-performing schools still had not received any additional support three years or more after being identified.[12]

Moreover, in a 1999 survey of 17 urban school districts, the U.S. Department of Education noted: "The growth in total funding and redirection of some funds away from low-poverty schools has increased the number of high-poverty schools served rather than increasing the intensity of services in those schools."[13]

The Congressional Research Service has determined that in fiscal 2000, full funding for all Title I students at the level promised in the authorized statute would have been $24.657 billion.[14] In fiscal 2002, an estimated $27.428 billion would be needed.

This is how full funding is calculated: Under existing law, school districts are eligible to receive 40 percent of their state's average per pupil expenditure for each poor student (APPE). This comes to a total of about $2,995 per student, given the national average of $7,487 spent per student in the 2001-2002 school year. Unfortunately, there is an enormous gap between this goal and the reality when it comes to Title I funding. School districts now receive on average only $889 in Title I funds for each poor student, a deficit of $2,106.[15] (See Chart 1)

---

[8] *U.S. Department of Education, Planning and Evaluation Service, "High Standards for All Children: AReport from the National Assessment of Title I on Progress and Challenges Since the 1994 Reauthorization," January 2001, 5.*

[9] *"High Standards," 5.* [10] *"High Standards," 27.* [11] *"High Standards," 27.* [12] *"High Standards," 27.*

[13] *U.S. Department of Education, "Targeting Schools: Study of Title 1 Allocations Within School Districts," 1 August 1999.*

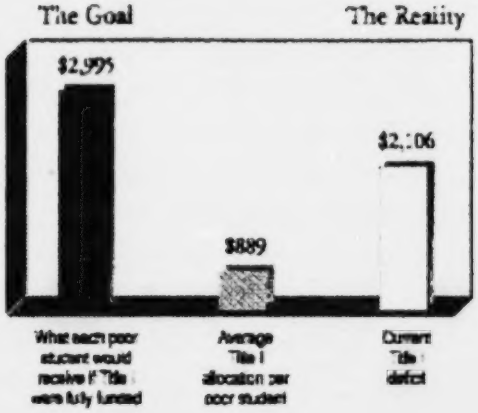
[14] *Congressional Research Service Report for Congress, "ESEATitle I Portable Grant Proposals: Background and Issues" no. 4, p.3, 18 November 1999.*

[15] *This figure was derived by dividing the Title I appropriation ($8.76 billion in FY2001) by the number of poor school-age children (9.86 million in 1996, according to U.S. Census Bureau estimates for school districts.*

Title I Funding per Student:
Goal vs. Reality

(What each school district would receive per poor student)

This figure was derived by dividing the Title I appropriation ($8.76 billion in FY2001) by the number of poor school-age children (9.86 million in 1996, according to U.S. Census Bureau estimates for school districts.)



Fully Funding Title I means students get the help they need

Title I is a well-targeted program that is effective in getting support to the highest-poverty schools in the country. But the lack of full funding prevents many school districts from reaching all the children they wish to serve. More important, underfunding prevents them from providing the intensive educational services needed by children at risk.

In New York City, for example, officials have calculated that the city is eligible to receive $2,970 per child in Title I funding.[16] But New York City only receives $712 per student, a gap of $2,258 for the school year 2000-2001.[17] This gap matters a great deal. New York City calculates that it costs approximately $2,535 per student – over and above the current school budget – to turn around a low performing school using its proven "Extended Time School" strategy.[18]

What fully funding Title I would mean for New York City

In 2000-2001 the New York City public school system received $470 million in Title I funds. These funds were used to improve the education of more than 582,000 students in 853 high poverty schools. Fully funding Title I would more than triple the amount of funds available to these schools for a total of $1.5 billion. This would allow New York City to serve an additional 99,295 students in 118 schools by allowing the city to lower the current poverty threshold (percentage of students receiving free or reduced-price lunch) for Title I school eligibility from 68 percent to 50 percent. According to city officials, the school system would greatly expand a successful turn-around strategy – the Extended Time School (ETS) – that is now used by approximately 92 schools that are part of the special Chancellor's District. Under this program, the school day is lengthened by 40 minutes, five days are added to the school year, and teachers receive intensive on-site professional development.[19]

---

[16] New York City Board of Education, "Impact of Fully Funding Title 1 in New York City," Office of Intergovernmental Affairs, 31 May 2001, 1

[17] "Impact," 1 [18] "Impact," 3 [19] "Impact," 1-2

BEST COPY AVAILABLE

II. Building on Success or Educational Triage

New investments are leading to success in early grades

We have the opportunity to lift up an entire generation of young Americans by providing them with an excellent education. New research regarding the development of the brain and how children learn has encouraged state and national leaders over the last decade to pour billions of additional dollars into new child-care and preschool initiatives.

There now exist multiple funding streams at both the state and federal level to support these efforts, including a total of $9 billion (fiscal '99) from the federal government to support education and child-care initiatives for children under age five.[20] The results have been encouraging:

- Between 1991 and 1999, pre-primary enrollment of children ages 3-5 increased from 53 percent to 60 percent.[21] <http://nces.ed.gov/edstats/>

- Across kindergarten and first grade, children "demonstrated significant gains in reading and mathematics knowledge and skills," according to the National Center for Education Statistics.[22]

- Reading scores of nine-year-olds in the nation's highest-poverty schools rose on the National Assessment of Educational Progress (NAEP) between 1992 and 1999 after declining by one grade level between 1988 to 1992.[23] <http://nces.ed.gov/nationsreportcard>

- Math scores for fourth-graders have risen on NAEP since 1990, with substantial gains in the number of fourth-graders performing at the basic level.[24] <http://nces.ed.gov/nationsreportcard>

- American fourth-graders performed above the international average on the Third International Mathematics and Science Study (TIMSS) in 1995.[25]

The Bush Administration's effort to reform the Elementary and Secondary Education Act continues this national trend with its strong focus on new preschool funding and improving literacy in the early grades. The Alliance for Excellent Education supports this national effort to put a strong focus on the early grades. We also believe, however, that we cannot ignore the 30.5 million children in grades 5 to 12 who need our help as well.[26]

---

[20] *"High Standards,"* 42.

[21] *U.S. Department of Education, National Center for Education Statistics,* The Condition of Education, *2001, July 2001,* 6.

[22] Condition of Education, *19.*

[23] *U.S. Department of Education,* Challenging the Status Quo, *May 2000.*

[24] Challenging the Status Quo.

[25] Challenging the Status Quo.

[26] *http://nces.ed.gov/pubs2001/digest/tables/PDF/table040.pdf*

Educational triage: Giving up on a generation of older students

As we celebrate these successes with young children, what's not recognized is that we have failed to give the same educational support to middle and high school students. With new standards in place and high-stakes testing on the horizon, these students need help immediately. Yet school districts are being forced to perform a form of educational triage, investing what limited funds they have on students in the early grades but coming up short in supporting students in middle school and high school as they reach for new graduation standards. The results are discouraging:

- While math scores continue to rise for fourth- and eighth-graders, according to NAEP results released in August, math scores for 12th-graders have declined since 1996.[27] <http://nces.ed.gov/nationsreportcard>

- Thirty-five percent of all 12th-graders score "below basic" on NAEP math exams, and 23 percent score "below basic" in reading. This means that over 1 million high school seniors have difficulty doing basic math and close to 714,000 high school seniors are not reading as well as they should on the eve of their graduation.[28] <http://nces.ed.gov/nationsreportcard>

- Almost 20 years after the National Commission on Excellence urged all high school students to take a set of core academic courses, the proportion of students completing the recommendations totaled only 29 percent in 1998.[29]

- While 62 percent of our nation's high school seniors immediately go on to college (two-and four-year), approximately a third are required to take remedial courses in reading.[30]

Moreover, many of the high school graduates who go on to college drop out and never get their degree. Close to a quarter (23 percent) of all first-generation college freshmen, for example, do not return for their sophomore year, and a total of 37 percent of all first-generation college students had either left or were not enrolled five years after they started college.[31]

The news is not all bleak when we look at what is being achieved in our nation's secondary schools. The percentage of high school students taking high-level math and science courses like Algebra II, Chemistry and Physics has gone up since 1992.[32] <http://www.ctredpol.org/pubs/Good_News_final1.pdf>

---

[27] *Diana Jean Schemo, "Test Shows Students' Gains in Math Falter by Grade 12," New York Times, 3 August 2001, sec. A, p. 5.*

[28] *National Center for Education Statistics,* The NAEP Reading Report Card for the Nation and the States, *1999, 20.*

[29] *U.S. Department of Education,* Digest of Education Statistics, *1999.*

[30] Condition of Education, *49.* [31] Condition of Education, *xxii; xxxvi.*

[32] *Center on Education Policy and American Youth Policy Forum,* Do You Know the Good News About American Education?, *8.*

SAT scores in math have steadily gone up in the 1990s.[33] The number of students per thousand taking Advanced Placement exams nearly tripled between 1984 and 1997.[34] Many more young people now expect to go to college. But overall these successes have come against a backdrop of stagnation and lost opportunity.

Crowded middle schools and high schools create even more demands

Demographic facts add to the urgency of this crisis. The young people who make up the "baby boom echo" generation are growing older and rapidly starting to fill up our nation's high schools, colleges and universities. The number of high school graduates from both public and private schools is expected to reach 2.8 million in 2001-2002, up from 2.5 million in 1991.[35] Over the next 10 years the number of high school graduates is expected to increase by 300,000 for a total of 3.1 million graduates, an increase of 11 percent from 1988-1999.[36]

Some states in particular will be under enormous pressure in the coming decade as they seek to educate a record number of high school students. Nevada, for example, will see a 62 percent increase in the number of high school graduates. Arizona will see a 29 percent increase; Florida and North Carolina, a 22 percent rise.[37] These students are just part of a rising wave of high school graduates now pressing to get into our nation's colleges and universities. In the next four years alone, college enrollment will increase by about 1 million students.[38]

This group of young people will also be more diverse. In 1999, 38 percent of public high school students were considered part of a minority group, an increase of 16 percent since 1972, with much of the growth attributable to a rising number of Hispanic students.[39] Many of these young people expect to go to college. According to the authors of a report called *Crossing the Great Divide*, the number of minority college students will increase by about 2 million by 2015.[40] <http://www.ets.org/research/publeadpubs.html>

But the authors also note that the "playing field" of who gets into college and who is prepared to do college work is "not level," for many reasons. Many minority students attend high-poverty schools that do not get them ready for higher education. Other minority students lack the financial resources to attend college or go to work immediately after high school to support their families. As a result, the authors conclude, "our college campuses will be missing 250,000 African-Americans and 550,000 Hispanic undergraduates" by 2015.[41] This is a great tragedy that need not happen.

---

[33] Good News, *18*. [34] Good News, *20*.

[35] *U.S. Department of Education, National Center for Education Statistics*, Projections of Education Statistics to 2011, *August 2001, 58*.

[36] Projections, *53*. [37] Projections, *Table 24*. [38] *U.S Department of Education, press release, 16 August 2001*.

[39] Condition of Education, *2001, 8*.

[40] *Educational Testing Service*, Crossing the Great Divide: Can We Achieve Equity When Generation YGoes to College? *2000*.

[41] Crossing, *32*.

Imagine how much stronger this nation would be if we leveled the "playing field" and created new pathways to college so that hundreds of thousands more minority youth had the opportunity to go on to gain a college degree. Imagine the hope and excitement we can offer thousands of young people if they come to believe that this nation cares about them deeply and will do anything in its power to help them gain a high-quality education.

III. Secondary Schools Urgently Need Help

"Our government must speak for disadvantaged children who are often overlooked and underestimated."
President George W. Bush
August 1, 2001[42]

Increasing Title I to help middle and high schools

This nation cannot give up on one generation of young people to save another. That is unfair and ultimately costly to us all, economically and socially. Creating a new culture of excellence for middle and high school students will not be an easy task, but it will be just about impossible unless we are willing to make the needed investments.

The high school completion rate has remained about the same for over two decades, and in the 1990s an increasing number of high school students chose to get their diplomas through the GED process. Only 75 percent of all high school students now earn a regular high school diploma.[43] In large urban schools it is not unusual for the dropout rate to exceed 30 and 40 percent.[44] After leading the world for decades, the United States now ranks 17th internationally in high school completion rates.[45] Other countries are sprinting ahead while we are running in place.

Indeed, comparing what American high school students know with the knowledge of students in other developed nations is alarming. The Third International Math and Science Study (TIMSS) indicates that American fourth-graders are near the top in international comparisons when it comes to math and science, but that by the 12th grade American students are near the bottom.[46] This failure should not be surprising given the lower standards we set for our secondary schools. Students in other nations, for example, take science courses in the ninth grade that we traditionally offer to our 11th-graders.[47]

In a recent interview about declining math scores for 12th-graders, Jack Jennings, the director of the Center on Education Policy, noted, "We're on our way to improving elementary schools. Middle schools have some way to go, but we have a long ways to go [to] get the high schools doing better."[48] According to

---

[42] *George W. Bush (remarks, 2001 National Urban League Conference, Washington, D.C., 1 August 2001)*

[43] *Doug Smith, "Diploma Statistics Indicate U.S. Education is Passing and Failing," Los Angeles Times, 26 August 2001.*

[44] *Nettie Legters, interview, 20 July 2001, Johns Hopkins University, Talent Development Model.*

[45] *The Education Trust, Thinking K-16, Vol. 5, Issue 1, 3*

[46] *U.S. Department of Education, The Condition of Education 2000 in Brief, 12.*

[47] *Third International Mathematics and Science Study, NCES, 1999 "Overview and Key Findings Across Grade Level" 7*

[48] *qtd. in Scherno.*

the National Commission on the High School Senior Year. "The senior year is often a lost opportunity, during which many students let one-quarter of their high school learning time slip through their fingers."[49]

There are a multitude of reasons why our nation's secondary schools are not improving, but one thing is clear – high-poverty secondary schools have no chance of achieving success if they continue to be shortchanged in funding. Only 15 percent of all Title I funds now go to middle schools and high schools, even though secondary schools enroll 33 percent of all low-income students.[50]

Secondary schools are not only less likely than elementary schools to receive Title I funds, they also receive less money as well. On average, elementary schools average $495 per student compared to only $372 for students in middle schools and high schools, a $123 difference per child. As a result, the positive progress now being made in the early grades is not being sustained in middle schools and high schools.

A literacy crisis in our nation's high schools

The fact that high schools are struggling to give their students the academic skills they need to succeed should not be surprising. Many current high school students were given a watered-down curriculum in their early years of schooling and enter the ninth grade with the reading ability of a fifth- or sixth-grader. According to Catherine Snow, Professor of Education at Harvard University, although many high school students may be able to read the words on the page, many do not have the skills that allow them to synthesize or summarize information, draw conclusions, make generalizations, or relate information drawn from tests to their own knowledge.[51]

This is the other reading crisis–the crisis among adolescents who never learned to read very well and who are not getting the help they need now. Long-term trend data confirms the persistence of this crisis. While math and science achievement for 17-year-olds on the NAEP has gone up one full grade level since the early 1980s, reading achievement levels have remained essentially flat throughout the 1990s.[52]

Thinking K-16, a recent publication by the Education Trust, notes that "only about half of all White 17-year-olds, less than one-quarter of Latinos, and less than one-fifth of African-American students" can read at a level that allows them to be successful in college and the workplace.[53]
<http://www.edtrust.org/main/reports.asp>

---

[49] *U.S. Department of Education, National Commission on the High School Senior Year, "The Lost Opportunity of Senior Year: Finding a Better Way," January 2001, 11*

[50] *"High Standards for all Children," 7.*

[51] *Peggy J. Farber, "Johnny Still Can't Read?", Harvard Education Letter 15, no. 4 (1999): 1-3.*

[52] Condition of Education, *21.*

[53] *The Education Trust,* Thinking K-16 5, *no. 1, 5.*

Sandra Feldman, the president of the American Federation of Teachers, noted in a speech last year that "most secondary teachers don't know how to overcome these skill deficits in young adults" and that the "body of knowledge and practice for raising the basic skills of these youngsters, who are neither children nor adults, has never been pulled together and is still incomplete."[54] This record of failure comes at a time when our nation's high schools are becoming increasingly diverse and will continue to receive an influx of new immigrants, many of whom are unable to speak English.

Carol Minnick Santa, a vice president of the International Reading Association, has also lamented the decline in adolescent literacy and blamed a lack of funding:

> In my school system, we are spending less on helping our adolescents succeed in school. Most of our Title I budget is now allocated for early intervention. We have worked hard to reduce the class size for children in grades K-3, but at the same time we have seen steady increases in class size as children progress through school. ...My school community fits a pattern in the United States of diminishing support for the middle school and high school child. Reading specialists, especially at these levels, have become viewed as expendable luxuries.[55]

Middle schools and high schools need urgent help in responding to the lack of literacy among so many of their students. New efforts should be made to place reading specialists in these schools. After-school initiatives should have a strong focus on improving literacy among teenagers.

On the horizon: high-stakes exit exams

Almost ironically, this literacy crisis comes just as a number of states are moving in the direction of high-stakes exit exams. At present, 24 states have some form of exit exam for high school seniors, up from a handful two decades ago. For much of the last decade these exams have essentially tested basic skills. Now a number of states, including New York, Massachusetts, and Virginia, are seeking to upgrade these tests and make them more challenging.

The dilemma is that many high school students are failing trial exit exams at an alarming rate. In 1999, 88 percent of all 10th-graders in Arizona failed the state math test.[56] In California, only 45 percent of the 400,000 ninth-graders who took a recent trial exit exam passed, even though the state lowered the passing grade.[57]

---

[54] *Keynote Address, American Federation of Teachers convention, Philadelphia, 3 July 2000.*

[55] *Carol Minnick Santa, "Adolescent Literacy: How Best Can Middle and High School Students Be Supported? ADiscussion Topic,": Reading Online, International Reading Association, January 1998.*

[56] *Lynn Olson, "States Adjust High Stakes Testing Plan," Education Week, 20 January 2001.*

[57] *Kathleen Kennedy Manzo, "More Than Half of California 9th Graders Flunk Exit Exam," 20 June 2001.*

Robert Schwartz, the president of Achieve, a nonprofit group that supports standards, made a telling point in an interview with *Education Week*. "What you're seeing is the first wave of students caught in the transition to the new requirements. You've got a lot of states, like Massachusetts, that are now very much in the scrambling-around mode, doing after-the-fact intervention, catch-up stuff."[58]

In fact, Massachusetts has done more than many other states to help students prepare, spending $80 million in the last three years to get students ready for new exit exams, the Massachusetts Assessment of Comprehensive Skills (MACS).[59] In contrast, the state of New York is doing little to help incoming high school freshmen prepare for the five Regents exams they must pass in order to graduate.

In New York, new funding has not been forthcoming even though state Supreme Court Justice Leland DeGrasse recently declared the funding of New York City schools to be inequitable and in a "parlous state."[60] Gov. George Pataki's new "bare-bones budget" includes a $382 million increase in school aid funding for the entire state, despite his own education commissioner's request for an increase of $1.45 billion.[61]

While some states are scrambling to get their students ready for new exit exams, the federal government has done little, if anything, to be supportive. Indeed, there are only a few federal programs that focus on high school reform and helping middle and high school students prepare for college. The Smaller Learning Communities initiative provides $125 million per year to help large high schools develop schools within schools, and $5 million has been set aside, on a one-time-only basis, by the U.S. Department of Education to encourage other high school reform efforts.[62]

In addition, the long-established TRIO program and the newly established GEAR UP initiative seek to help young people get on the path to college. However, the TRIO program, despite its record of success, currently serves only about 10 percent of eligible young people.[63] Other federal funds are available through the Carl Perkins Vocational Act for secondary schools, but these funds can also be used to support post-secondary education.

At present, there is no specific formula-driven program except Title I that targets students most in need of help at the high school level. And Title I is woefully underfunded. As a result, little, if any, federal funds reach the students who are now struggling to meet new high standards or preparing for high-stakes exit exams.

---

[58] *qtd. in Lynn Olson, "AQuiet Crisis: Unprepared for High Stakes," Education Week 20, no. 31 (18 April, 2001).*

[59] *Olson, 18 April 2001.*

[60] *"Budgeting That Harms Education," New York Times, 27 July 2001.*

[61] *"Budgeting."*

[62] *U.S. Department of Education, FY2002 Budget Summary.*

[63] *The Committee for Education Funding, "Education Budget Alert for Fiscal Year 2001," 103. The acronym GEAR UPstands for Gaining Early Awareness and Readiness for Undergraduate Programs. TRIO, not an acronym, is a collection of educational outreach programs for disadvantaged students.*

Martin High School, Laredo, Texas

Martin High School in Laredo, Texas, on the border between the United States and Mexico, is a Title I school that is setting a new standard for excellence. Despite the fact that 93 percent of the 1,900 students at the school are eligible for free or reduced-price lunches, Martin High School has enrolled approximately 500 students in Advanced Placement (AP) courses. One-third of the teachers at the school have already taken AP training and the school's principal, Frances Wawroski, has set the goal of making sure that all 130 of her teachers go through AP training. As a result, the 346 graduating seniors in the class of 2001 received over $2 million in scholarships from colleges across America, including the Massachusetts Institute of Technology. The school also encourages its students to think about college early, with the support of a GEAR UP grant from the U.S. Department of Education.

Martin High School has continued to raise its achievement levels on the annual Texas Assessment of Academic Skills (TAAS) in the last five years. One of the most pressing challenges for the high school is helping recently arrived Mexican immigrants, from 200 to 300 each year, keep up their academic skills while learning English. Title I funds also support an intensive summer camp for those students who need the most help in learning English. During the school year, Title I pays for 20 college tutors to work with students who do not have the skills needed to graduate. Last year the school used Title I funds to hire a math facilitator to support staff development and training of the high school math teachers.[64]

Fueling the backlash against standards

The growing concern that many of these high school students will fail these new high-stakes exit exams is helping to fuel a backlash against standards. While there is broad public support for raising standards and testing children in the elementary grades in order to improve instruction, there is significant opposition to high-stakes testing when it comes to high school graduation. Forty-two percent of the public opposes high-stakes testing in deciding whether or not a student should graduate from high school, according to a recent Phi Delta Kappa/Gallup poll (August 2000).

Many states are also discovering that their students are ill equipped to pass these more demanding tests. Alabama, North Carolina, Arizona, Alaska and Maryland are just a few of the states that have delayed their tests because of a rising public backlash or the lack of resources to help high school students prepare for

[64] Frances Wawroski, in interview, July 2001.

BEST COPY AVAILABLE

the exams.[65] Maryland has delayed putting its new test in place until 2007, in part because the state legislature failed to provide $49 million to help students increase their performance levels.[66]

Delaying or eliminating the testing of students would have serious consequences for the standards-based reform movement. The promise of these new exit exams was that they would reinvigorate and, at long last, force high schools to change. The failure to provide additional investments to help students pass these tests may lead, however, to an increase in the dropout rate and lasting damage to a whole generation of students. On the other hand, school districts may choose to avoid these consequences and begin to lower their standards rather than making the reforms necessary to ensure that every student receives an excellent education. Neither choice is acceptable.

Some states are already considering the development of different types of diplomas based on the ability of students to meet new graduation requirements. In effect, while raising the bar, these states will be setting different standards for different students, going against the very principle that defines the standards movement. In doing so they will only perpetuate the current system that allows minority students to arrive at their senior year of high school with the skill levels of 13-year-old white children in English, math and science.[67]

The challenge is not just to give all high school students a diploma but to give all students a diploma that means something. High schools of the future can no longer be used as sorting machines that prepare some students for success and relegate other students to muddling through or even failure.

Promising models of high school reform do exist. The American Youth Policy Forum issued a report entitled "Raising Academic Achievement" that studied 20 successful models of reform, including several that focused on high schools, such as: High Schools That Work, Career Academies, College Bound, and Tech Prep.[68] <http://www.aypf.org/pubs.htm> But it is difficult to see how these promising ideas can take hold without an increased federal investment in Title I.

---

[65] *Lynn Olson, "States Adjust High Stakes Testing Plan,"* Education Week, *24 January 2001.*

[66] *Lynn Olson, "States Turn to End-of-Course Tests to Bolster High School Curriculum,"* Education Week, *6 June 2001.*

[67] Thinking K-16 *5, no. 1 (Winter 2001).*

[68] *American Youth Policy Forum, "Raising Academic Achievement: AStudy of 20 Successful Programs", November 2000.*

IV. Title I is an Investment in Excellence

12.5 million students receive help through the Title I program

Title I of the Elementary and Secondary Education Act is the largest single investment made by the federal government to support elementary and secondary education. Created in 1965, this one program represents almost one-third of the federal funds used to support state and local education reform.[69]

Critics of Title I have long argued that although billions of federal dollars have been sent to the states, there is little to show for it in the way of results. What these critics fail to mention is that state funding for high-poverty schools has been unequal for decades and Title I funds have essentially been used to overcome this basic inequality.[70] Equally important, as the National Alliance of Black School Educators noted, "Title I became an entitlement program for all school districts. Resources were diluted rather than concentrated on the poorest districts."[71]

Despite decades of effort and countless lawsuits, the majority of states still have not found a way to offset the inequality of state financing for education of disadvantaged children. A Spring 2001 analysis by the Education Trust found that only seven states out of 49 have no funding gap between rich and poor schools. According to the report, "In 42 out of 49 states studied, school districts with the greatest numbers of poor children have less money to spend per student than districts with the fewest poor children."[72] The average national gap between highest- and lowest-poverty districts stands at $1,139 per student.[73] (see Chart 3) <http://www.edtrust.org/documents/Edtrustdatabulletin.pdf>

Even with the additional support that Title I provides, schools in high-poverty areas receive 10 percent less in overall resources, according to the U.S. Department of Education.[74]

Despite this, the Title I money the schools have received has made a difference. Between 1971 and 1988, there was an "overall narrowing of the achievement gap" between white and black students in reading.[75] This gap began to grow again in 1988. However, with new investments in Title I and other programs in the 1990s, young students in the fourth grade in high-poverty schools once again began to show improvement in reading and math. Reading scores for 9-year-olds in the highest-poverty schools, for example, rose by six points from 1992 to 1999, after having declined by 10 points from 1988 to 1992.[76] During the same period, math scores for 9-year-olds in the highest poverty schools rose by 4 points.[77]

---

[69] *"High Standards", 2.* [70] *Interview, staff members, Center for the Social Organization of Schools, Johns Hopkins University.*

[71] *National Alliance of Black School Educators, "The Unfinished Agenda: Full Funding for Title I", April 2000, 5*

[72] *The Education Trust, "The Other Gap: Poor students receive fewer dollars," March 6, 2001.*

[73] *"The Other Gap", 3.* [74] *"High Standards", 10* [75] *Condition of Education, 22.*

[76] *"High Standards", 17.* [77] *"High Standards", 17.*

Title I funds are currently used to support 12.5 million public and private school students.[78] Local school districts allocate two-thirds (67 percent) of the funding to grades 1-6, with 12 percent for preschool and kindergarten, 15 percent in grades 7-9, and 5 percent for grades 10-12.[79] Three-fourths of Title I funding (77 percent) is used to support instruction.[80]

The program also supports family literacy projects through the Even Start program and supports the education of 621,000 migrant children and a total of 2 million Limited English Proficient (LEP) children.[81] Title I funds are also used for 100,000 homeless children and 290,000 children who are neglected, delinquent or at risk of dropping out of school.[82] Title I funds are used to turn around low-performing schools through Title I Accountability grants ($225 million in fiscal 2001) and through the Comprehensive School Reform Demonstration program ($210 million in fiscal 2001).[83]

Title I funds go to the children who need them most

One of the most effective things about Title I as a funding mechanism is that it targets the poorest schools. According to the U.S. Department of Education, "Title I funds are much more targeted to the highest-poverty school districts than state and local funds, and are also more targeted than are federal education funds overall."[84] High-poverty school districts received 50 percent of Title I funds in fiscal 1997, "more than double their share of state and local funds (23 percent)."[85]

Ninety-six percent of the nation's highest-poverty schools (those with at least 75 percent of students eligible for free or reduced-price school lunches) receive support through the Title I funding mechanism.[86] High-poverty schools make up 16 percent of all schools, but they account for 46 percent of Title I spending.[87]

Title I supports and encourages standards-based reform

Critics of Title I have also been unwilling to recognize the fundamental changes that have taken place in the program during the last seven years. In 1994 the focus of Title I substantially shifted from support for remedial education to an emphasis on reaching high academic standards. The 1994 reforms also included a new emphasis on flexibility and encouraged high-poverty schools to develop school-wide approaches to improving student performance.[88] In 1997 and 1998, states reported that over half of all schools – a total of approximately 47,677 schools – participated in the Title I program.[89]

---

[78] "High Standards", 6. [79] "High Standards", 6. [80] "High Standards", 9. [81] "High Standards", 6.

[82] "High Standards", 6. [83] "High Standards", 4. [84] "High Standards", 9. [85] "High Standards", 9.

[86] "High Standards", 7. [87] "High Standards", 7. [88] "High Standards", 3.

[89] U.S. Department of Education, State ESEA Title I Participation Information for 1997-98: Final Summary Report (Washington, DC: December 2000).

Blue Ribbon School of Excellence
Waccamaw Elementary School, Ash, North Carolina

Waccamaw Elementary School in Ash, North Carolina, is not only a Title I school but also one of the best schools in the nation after being chosen as a "Blue Ribbon School" of excellence by the U.S. Department of Education in 2001. In this small, rural community over 60 percent of the 517 students receive free or reduced-price school lunches. Yet, despite the poverty, Waccamaw has consistently raised the achievement levels of its students. In third grade, math proficiency increased from 40.8 percent in 1995-96 to 70.6 percent in 1999-2000. Reading scores have also gone up. Eighth-grade reading proficiency increased from 57.8 percent in 1995-96 to 92.5 percent in 1999-2000. The school uses the Reading Recovery Program and after-school tutoring to give these children the extra attention they need. In addition, all of the at-risk students have their own "personalized education plans" to help them succeed. Sixty community volunteers also are actively involved in the school's activities.[9]

There is no getting around the fact that there is still a substantial achievement gap between our nation's best schools and those schools that are low-performing. What is new, however, is the resolve to adopt a "no excuses" attitude when it comes to turning around low-performing schools. The new emphasis on high standards and accountability in the Title I program is already beginning to make a difference. In Los Angeles, students in grades 2-5 showed "strong gains" on the most recent Stanford 9 test for the third year in a row.[10]

A May 2001 report by the Council of Great City Schools, entitled "Beating the Odds," confirms this progress on a larger scale. The analysis of reading and math data from 55 urban school systems provided "encouraging evidence" that children in these school systems were making "meaningful gains in math scores" on state assessments. According to the Council "92% of the Great City School *districts* increased their scores" in mathematics "in more than half the grades tested on their state assessment."[11] These school districts also were able to report more modest gains in reading achievement with "about 80 percent" of the school districts reporting increased reading scores in more than half of the grades tested.[12] <http://www.cgcs.org/services/media/5_22_02.html>

---

[9] *Waccamaw Elementary School, application for U.S. Department of Education Blue Ribbon Schools Program for 2000-2001*

[10] *Duke Helfand, "Elementary Schools Show Gains on Test," Los Angeles Times, 15 August 2001*

[11] *Council of Great City Schools, "Beating the Odds," Executive Summary 3, May 2001, Washington, D.C.*

[12] *http://www.cgcs.org/services/media/5_22_01.html*

BEST COPY AVAILABLE

Increased investments in Title I are used to drive school reform

In 1999 the Education Trust released a report entitled "Dispelling the Myth: High Poverty Schools Exceeding Expectations," which examined 366 high-poverty schools that receive funding through Title I. <http://204.176.179.36/dc/edtrust/edstart.cfm> This report indicated that these schools were consistently raising the achievement levels of their students by using a standards-based curriculum and spending larger portions of their Title I funds on teacher professional development. As the report noted, "The most significant finding of the Education Trust survey was the extent to which top performing, high poverty schools [used] standards to guide school activity. A full 80 % [of the schools] report that standards are used extensively in their schools to design curriculum and instruction."[94] (See Chart 2)

The report went on to note that the changes made to Title I in 1994, requiring that poor students be held to the same high standards as students in better-off schools, were a successful strategy that is "paying off in the top performing schools in the survey."[95] According to the U.S. Department of Education, over half of high-poverty school districts reported that Title I was driving reform, suggesting that increased investments in the Title I program would continue to have a positive impact.[96]

Chart 2
Key Attributes of Effective, High-Poverty, Title I Schools

High-performance, high-poverty Title I schools:

- Use standards extensively to design curriculum and instruction, assess student work, and evaluate teachers;
- Lengthen instructional time in reading and mathematics as a strategy for increasing the number of students meeting the standards;
- Use the available flexibility in the law to spend more on professional development that can improve instructional practice;
- Have comprehensive systems to monitor students' mastery of standards and provide extra support to students' who need it;
- Tightly focus parental involvement efforts on helping students meet standards by helping parents understand the standards; and
- Tend to be located in districts and/or states that have accountability systems with built-in consequences for school staff.

Source: The Education Trust, in collaboration with the Council of Chief State School Officers, "Dispelling the Myth: High-Poverty Schools Exceeding Expectations" (1999).

[94] [95] [96] *High Standards*, 27.

Comprehensive School Reform Demonstration Program

Title I has been increasingly directed to support comprehensive school reform and new standards of accountability. In 1998, two senior members of Congress, Democrat David Obey and Republican John Porter, led the effort to create the Comprehensive School Reform Demonstration program (CSRD). The program helps identify and encourage schools to adopt high-quality, research-based comprehensive models of school reform. Participating schools can choose from over 20 different reform models, from "Success for All" to "Accelerated Schools" to "High Schools That Work" to name just a few. Each school that is part of the CSRD initiative receives a minimum of $50,000 in seed money per year over a three-year period. A total of $210 million is used to support these reform efforts in 1,790 schools.

The vast majority of the schools involved (92 percent) receive Title I funds, with 70 percent of the funds going to elementary schools and the remaining 30 percent targeted to middle and high schools. Key to the success of the CSRD initiative is that it reaches the schools that are identified as most in need of improvement under Title I. Of the 745 CSRD schools identified for improvement under Title I, 411 have also been identified as low-performing by state and local accountability systems.[17]

In 1999, the U.S. Department of Education released a report entitled "Hope for Urban Education," documenting the success of nine high-poverty urban elementary schools. <www.ed.gov/pubs/pubdb.html/> This report focused on the success these schools achieved by using their Title I funds to create Title I "schoolwide" programs. While the schools were different in many ways, there were important similarities in the approaches they used to raise student achievement -approaches that can and should be replicated.

The schools fostered a sense of shared responsibility, increased the quality and quantity of time spent on instruction, placed an increased focus on professional development, and aligned instruction to the standards and assessments.[18]

Entire school districts are raising achievement levels

For many educators, the real test of success is whether we have the capacity to scale up these strategies that are effective in individual schools so that entire districts are raising achievement levels. A September 2000 report by the Charles A. Dana Center at the University of Texas entitled "Equity-Driven, Achievement-Focused School Districts" suggests that a framework for success does exist at the district level that can include both elementary and secondary schools. Indeed, this report noted that the number of Texas school districts identified as achieving widespread success had increased from 11 in 1997-98 to 36 in 1999-2000.[19]
< http://www.utdanacenter.org/products/servlow.html>

---

[17] *"High Standards" 31-33*

[18] *U.S. Department of Education, "Hope for Urban Education: A Study of Nine High-Performing, High-Poverty, Urban Elementary Schools" (Washington, DC: U.S. Department of Education, Planning and Evaluation Service, 1999)*

[19] *Charles A. Dana Center, University of Texas at Austin, "Equity-Driven, Achievement-Focused School Districts", September 2000, 3*

BEST COPY AVAILABLE

The in-depth study of four Texas school districts included the Aldine district, with a student population of 49,453 students (71 percent low income) and the San Benito school district with 8,697 students (87 percent low income). According to the study, when high expectations are set district-wide, students can meet and master those expectations. The report noted that the combination of state accountability measures, local demands for reform, the "ethical" response of the district leadership to demands for reform, a decision to put teaching and learning at the center of reform efforts, and a series of shared "equity" practices and beliefs led to higher achievement for all students."[6]

Blue Ribbon School of Excellence
Glen Cove Elementary School - El Paso, Texas

In the last five years, Glen Cove Elementary School has faced all the pressures associated with rising enrollments in an urban neighborhood where the median household income averages $24,500. The schools free or reduced-price school lunch population has increased from 62 percent in 1996 to 73 percent in 2001. Nine portable classrooms provide the extra space needed for the 1,150 students. Yet, despite the rising enrollment, Glen Cove Elementary School is one of two Title I schools to be honored as a "Blue Ribbon School" of excellence in 2001.

Glen Cove has succeeded by adopting a variety of practices including a dual language program in pre-kindergarten and kindergarten, a high-quality bilingual program, intensive summer enrichment opportunities, a "Ready to be Ready" program for parents of all newborns to 4-year-olds, and intensive mentoring for all new teachers. Title I funds were used to support these reforms. As a result, Glen Cove has gone from "acceptable" in 1995-1996 in the Texas state rating system to "exemplary" in 1998-99 and 1999-2000, with average scores on the Texas Assessment of Academic Skills increasing from 68.5 percent in 1996 to 96.1 percent in 2000.[101]

Like the U.S. Department of Education report, "Hope for Urban Education," the Texas study suggests that new roles for superintendents and principals that refocused their energy on becoming instructional leaders were paramount to achieving success. In addition, bringing parents and other members of the community into the reform process was important. In conclusion, the report noted that the story of these four school districts was not a story of "miracles" or "mavericks" but the story of "everyday educators – albeit talented, hardwork ing, and committed educators – who have changed their everyday beliefs and practices to produce equitable educational success for literally all the children in their districts."[102]

---

[6] *Glen Cove Elementary School, application for U.S. Department of Education Blue Ribbon Schools Program for 2000-2001*

[7] *"Equity Driven Achievement"*

BEST COPY AVAILABLE

V. The Rewards of Investing in Our Nation's Children

Investing in education pays long-term dividends

Clearly, the nation has a long way to go in its effort to raise achievement levels and close the gap between white students and African-American and Latino students. A substantial achievement gap continues to exist between high- and low-poverty schools, "approximately equal to a difference of four grade levels in student performance."[103]

This is why the Alliance for Excellent Education believes that the new reforms proposed for the Title I program must be supported with significant investments if we are to make a real difference in helping all children meet new standards.

The promise of "leaving no child behind" will certainly fall short if the Bush Administration and the Congress put in place new measures of accountability but leave the financial burden of paying for those reforms solely to local school districts and the states. Fully funding the Title I program to reach more children will not, by itself, solve all of our nation's education problems. But such an investment will certainly encourage more Title I schools to do the hard work necessary to raise their standards and spread the message that this nation has adopted a "no excuses" attitude when it comes to our public education system.

Title I can and should be improved, and there is already encouraging evidence that, given the resources, hundreds of Title I schools are in fact raising their achievement levels. But there is much more that can be done. Extending the reach of Title I to support new efforts at raising standards in middle and high schools across the nation is only one example.

Our national effort to raise standards is at a crucial juncture. We have another decade of hard work ahead of us before we will see lasting results. All the effort already exerted will be moot if we do not invest the resources to improve teacher quality and to extend learning time for millions of children who are already lagging behind. Raising standards and improving assessments will do us little good if we cannot give teachers and students in our nation's high-poverty schools the tools they need to reach for excellence.

---

[103] *"High Standards", 17.*

A moral imperative and civic duty

Helping these young people gain the education they deserve is both a moral imperative and a civic duty. Equally important, we know that investing in excellence for all of our children will pay long-term dividends for this nation. Helping students who are struggling to succeed may cost an additional $2,000 to $3,000 per year, per student in the short term. But in just a few years these same students will repay that expense many times over in the form of increased productivity and additional tax revenue. Adults who graduate from college earn on average nearly $21,106 more ($45,678 compared with $24,572) than high school graduates.[104]

Moreover, increasing the number of young people who finish high school and go on to college has long-term economic benefits. A 1997 U.S. Department of Education report, *Education and the Economy: An Indicators Report*, notes that "increases in educational attainment were responsible for an estimated 11 to 20 percent of growth in worker productivity in the United States in recent decades."[105] <http://www.ed.gov/pubs/pubdb.html>

According to the authors of *Crossing the Great Divide*, a study released last year by the Educational Testing Service on increasing the number of minorities going on to college, "Increasing minority participation to a level equal to non-Hispanic Whites would add $231 billion in increased GDP, an amount that would generate at least $80 billion in new tax revenue."[106] The authors, Anthony P. Carnevale and Richard A. Fry, suggest that "raising minority college attainment levels simply to those of Whites today would reduce the share of Hispanic families with inadequate incomes from 41 to 21 percent and [that of] African-Americans from 33 to 24 percent."[107]

Besides providing many economic benefits, increasing the number of young people graduating from high school and going on to college will also make our democracy stronger. A quality education is the building block of good citizenship. By investing in Title I, we will help the next generation of young people obtain the excellent education they deserve and prepare them to take their rightful place as the guardians of our democracy. These young people will be more capable of being active citizens and participating in the civic life of the nation. In reaching their individual potential, they will also strengthen the social fabric of our society and help overcome the disparities that still divide the American people.

---

[104] *Census 2000 Supplementary Survey.*

[105] *U.S. Department of Education, National Center for Education Statistics, Education and the Economy: An Indicators Report, April 1997, 5.*

[106] *Crossing the Great Divide, 11.*

[107] *Crossing, 11.*

THE FUNDING GAP: STATE AND LOCAL REVENUES PER STUDENT

State	Gap between Highest and lowest-poverty districts	Highest-poverty districts	Lowest-poverty districts
Alabama	$742	$3,925	$4,667
Alaska	$514	$5,763	$6,277
Arizona	$387	$4,176	$4,563
Arkansas	$378	$4,108	$4,486
California	$35	$4,367	$4,402
Colorado	$580	$4,967	$5,547
Connecticut	$635	$6,255	$6,890
Delaware	- $83	$6,396	$6,313
District of Columbia	N/A	N/A	N/A
Florida	$178	$5,092	$5,270
Georgia	$148	$5,116	$5,264
Hawaii	N/A	N/A	N/A
Idaho	$227	$4,034	$4,261
Illinois	$1,939	$4,433	$6,372
Indiana	$614	$6,471	$7,085
Iowa	$456	$5,458	$5,914
Kansas	$451	$5,305	$5,756
Kentucky	- $150	$5,830	$5,680
Louisiana	$997	$3,606	$4,603
Maine	$269	$5,515	$5,784
Maryland	$701	$5,096	$5,797
Massachusetts	- $705	$5,892	$5,187
Michigan	$1,261	$5,898	$7,159
Minnesota	- $264	$6,164	$5,900
Mississippi	$331	$3,312	$3,643
Missouri	$253	$5,241	$5,494
Montana	$1,538	$4,214	$5,752
Nebraska	$318	$5,354	$5,672
Nevada	$429	$5,166	$5,595
New Hampshire	$1,006	$4,791	$5,797
New Jersey	$587	$8,325	$8,912
New Mexico	$444	$3,605	$4,049
New York	$2,794	$5,307	$8,101
North Carolina	$413	$4,464	$4,877
North Dakota	$32	$4,480	$4,512
Ohio	$667	$5,593	$6,260
Oklahoma	$66	$4,176	$4,242
Oregon	- $170	$5,238	$5,068
Pennsylvania	$1,059	$5,678	$6,737
Rhode Island	$828	$4,912	$5,740
South Carolina	$427	$4,806	$5,233
South Dakota	$367	$4,595	$4,962
Tennessee	- $138	$4,077	$3,939
Texas	$386	$4,648	$5,034
Utah	- $440	$4,225	$3,785
Vermont	$684	$7,225	$7,909
Virginia	$879	$5,103	$5,982
Washington	$99	$5,235	$5,334
West Virginia	$340	$5,260	$5,600
Wisconsin	$676	$6,021	$6,697
Wyoming	$895	$5,307	$6,202
Nation	$1139	$4,928	$6,067

Chart 3

NOTE: Table compares revenues per student in the quarter of districts that have the highest child poverty rates with revenues per student in the quarter of districts that have the lowest child poverty rates. Dollar figures have been adjusted to reflect student needs and geographic cost differences. The nation figures are not simple averages of the respective state figures, but rather the results of the same analysis across all districts in the United States taken as a whole.

Source: The Education Trust. Analysis by Greg F. Orlofsky based on 1996-97 U.S Department of Education and U.S. Census Bureau data.

GROUPS THAT SUPPORT INCREASED INVESTMENTS FOR TITLE I

Alliance for Excellent Education
American Association of School Administrators
American Association of University Women
American Counseling Association
American Federation of State, County and Municipal Employees
American Federation of Teachers
American Jewish Committee
Americans United for Separation of Church and State
Association of Educational Service Agencies
California State Superintendent of Public Instruction
Chicago Public Schools
Consortium for School Networking
Council for Exceptional Children
Council of Chief State School Officers
Council of the Great City Schools
Hadassah, The Women's Zionist Organization of America
Hispanic Education Coalition
International Reading Association
International Society for Technology in Education
National Alliance of Black School Educators
National Association for Bilingual Education
National Association of Elementary School Principals
National Association of Federal Education Program Administrators
National Association of Secondary School Principals
National Association of School Psychologists
National Association of Social Workers
National Association of State Boards of Education
National Association of State Directors of Special Education
National Association of State Title I Directors
National Black Child Institute
National Council of Teachers of Mathematics
National Education Association
National Hispanic Leadership Agenda
National PTA
National Rural Education Association
National School Boards Association
National Science Teachers Association
New York City Board of Education
People for the American Way
School Social Work Association of America
Union of American Hebrew Congregations
United States Conference of Mayors
Women of Reform Judaism

BEST COPY AVAILABLE

U.S. Department of Education
Office of Educational Research and Improvement (OERI)
National Library of Education (NLE)
Educational Resources Information Center (ERIC)

UD 035 201

REPRODUCTION RELEASE

(Specific Document)

I. DOCUMENT IDENTIFICATION:

Title: Investing in Excellence: Making Title I Work for All Children	
Author(s): Kevin J. Sullivan	
Corporate Source: Alliance for Excellent Education	Publication Date: September 2001

II. REPRODUCTION RELEASE:

In order to disseminate as widely as possible timely and significant materials of interest to the educational community, documents announced in the monthly abstract journal of the ERIC system, *Resources in Education* (RIE), are usually made available to users in microfiche, reproduced paper copy, and electronic media, and sold through the ERIC Document Reproduction Service (EDRS). Credit is given to the source of each document, and, if reproduction release is granted, one of the following notices is affixed to the document.

If permission is granted to reproduce and disseminate the identified document, please CHECK ONE of the following three options and sign at the bottom of the page.

The sample sticker shown below will be affixed to all Level 1 documents

PERMISSION TO REPRODUCE AND DISSEMINATE THIS MATERIAL HAS BEEN GRANTED BY

Sample

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

1

Level 1

☐

Check here for Level 1 release, permitting reproduction and dissemination in microfiche or other ERIC archival media (e.g., electronic) *and* paper copy.

The sample sticker shown below will be affixed to all Level 2A documents

PERMISSION TO REPRODUCE AND DISSEMINATE THIS MATERIAL IN MICROFICHE, AND IN ELECTRONIC MEDIA FOR ERIC COLLECTION SUBSCRIBERS ONLY, HAS BEEN GRANTED BY

Sample

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

2A

Level 2A

☐

Check here for Level 2A release, permitting reproduction and dissemination in microfiche and in electronic media for ERIC archival collection subscribers only

The sample sticker shown below will be affixed to all Level 2B documents

PERMISSION TO REPRODUCE AND DISSEMINATE THIS MATERIAL IN MICROFICHE ONLY HAS BEEN GRANTED BY

Sample

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

2B

Level 2B

☒

Check here for Level 2B release, permitting reproduction and dissemination in microfiche only

Documents will be processed as indicated provided reproduction quality permits.
If permission to reproduce is granted, but no box is checked, documents will be processed at Level 1.

I hereby grant to the Educational Resources Information Center (ERIC) nonexclusive permission to reproduce and disseminate this document as indicated above. Reproduction from the ERIC microfiche or electronic media by persons other than ERIC employees and its system contractors requires permission from the copyright holder. Exception is made for non-profit reproduction by libraries and other service agencies to satisfy information needs of educators in response to discrete inquiries.

Sign here, → please

Signature: Susan Frost	Printed Name/Position/Title: Susan Frost, Executive Director	
Organization/Address: Alliance for Excellent Education, 1101 Vermont Ave NW Suite 411 Washington DC 20005	Telephone: 202 8424888	FAX: 202 842 1613
	E-Mail Address: frost@all4ed.org	Date: 10/8/02

(over)

III. DOCUMENT AVAILABILITY INFORMATION (FROM NON-ERIC SOURCE):

If permission to reproduce is not granted to ERIC, *or*, if you wish ERIC to cite the availability of the document from another source, please provide the following information regarding the availability of the document. (ERIC will not announce a document unless it is publicly available, and a dependable source can be specified. Contributors should also be aware that ERIC selection criteria are significantly more stringent for documents that cannot be made available through EDRS.)

Publisher/Distributor:
Address:
Price:

IV. REFERRAL OF ERIC TO COPYRIGHT/REPRODUCTION RIGHTS HOLDER:

If the right to grant this reproduction release is held by someone other than the addressee, please provide the appropriate name and address:

Name:
Address:

V. WHERE TO SEND THIS FORM:

Send this form to the following ERIC Clearinghouse:

ERIC Clearinghouse on Urban Education
Box 40, Teachers College
Columbia University
525 West 120th Street
New York, NY 10027

T: 212-678-3433 /800-601-4868
F: 212-678-4012

http://eric-web.tc.columbia.edu

However, if solicited by the ERIC Facility, or if making an unsolicited contribution to ERIC, return this form (and the document being contributed) to:

ERIC Processing and Reference Facility
4483-A Forbes Boulevard
Lanham, Maryland 20706

Telephone: 301-552-4200
Toll Free: 800-799-3742
FAX: 301-552-4700
e-mail: ericfac@inetbed.gov
WWW: http://ericfac.piccard.csc.com

EFF-088 (Rev. 2/2000)